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USIB-D-39.6/3 (Revised)
(USIB-Approved 12 July 1960)
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UNITED STATES INTELLIGENCE BOARD

MEMORANDUM FOR THE UNITED STATES INTELLIGENCE BOARD

SUBJECT: Report on Foreign Intelligence Publications

Attached for information is a copy of Part II of the report on foreign intelligence publications, as approved by the Intelligence Board on 12 July (USIB-M-107, item 5). We are also forwarding a copy of the letter through which Mr. Dulles transmitted this report to the Chairman of the President's Board.



Executive Secretary

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Attachments

Distribution: See attached sheet.

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UNITED STATES INTELLIGENCE BOARD

Office of the Chairman

14 July 1960

MEMORANDUM FOR : Chairman, President's Board of Consultants
on Foreign Intelligence Activities

SUBJECT : Report on Foreign Intelligence Publications

1. Attached is the second part of the report requested in your memorandum of 6 January 1960 (revised 9 February 1960). It expresses the Intelligence Board's views in compliance with the requirements stated in Paragraph 2, g and h, of your memorandum:

"g. The views of the USIB as to the essentiality of all the issuances referred to in a., above.

"h. The views of the USIB as to whether undesirable duplication is involved either in the production, the content, or the distribution of the issuances referred to in a., above."

2. This report reflects the combined views of the various agencies which produce intelligence periodicals and was produced by the USIB Ad Hoc Publications Committee assisted by task forces created to survey specific categories of issuances.

3. Although I cannot claim that this survey has produced an immediate or major increase in the economy and efficiency of the community publishing effort, I do feel that it has resulted in reflective appraisal which will contribute to continuing improvement, and has directed the attention of the agencies to various periodicals for reexamination.

4. You will also note that the report indicates a considerable amount of self-policing by the publishers which has resulted in the elimination or merger of a number of publications.

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5. The Intelligence Board has approved the continuation of its Ad Hoc Publications Committee for the purpose of studying the feasibility of establishing a joint intelligence daily. I feel that such a study can not only identify some of the problems involved in the coordination of such a publication but also estimate the cost of such a combined daily issuance as compared with the total cost of several daily publications.

6. Progress toward greater economy and coordination in intelligence publishing is a constant aim of the Intelligence Board, and I feel that the current report is a step in this direction.

/s/
Allen W. Dulles
Chairman

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USIB AD HOC COMMITTEE ON FOREIGN INTELLIGENCE PUBLICATIONS

PART TWO
(REVISED)

OF

REPORT FOR SUBMISSION TO
PRESIDENT'S BOARD OF CONSULTANTS
ON FOREIGN INTELLIGENCE ACTIVITIES

Approved by
United States Intelligence Board
12 July 1960

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VII. INTRODUCTION TO SECOND PART

On 1 April 1960 the United States Intelligence Board submitted to the President's Board of Consultants on Foreign Intelligence Activities the first part, consisting of Sections I through VI, of a report on foreign intelligence publications which was requested in a memorandum dated 6 January 1960 (USIB-D-39.6/1, revised 9 February 1960). That document supplied factual information in response to Para. 2, a through f, of the requesting memorandum.

The second part of the report, consisting of Sections VII through X, is now submitted in compliance with Para. 2, g and h, which require USIB's views on the essentiality of periodical publications and the extent of duplication among them.

For the most part we have limited this survey to periodicals, that is, publications appearing on a regular schedule at least four times a year and not including serial changes to or revisions of other documents. However, as explained in Section VIII, Para. D-1, in several publishing categories we have also examined non-periodical publications.

Section VIII (Findings) describes the pattern of periodical publication in Washington and in the field and includes comment on the efficiency and adequacy of various categories of publishing activity.

Section IX (Summary of Action) summarizes actions taken or contemplated during or as a result of the survey.

Section X (Conclusions) summarizes USIB's observations and conclusions.

Preparation of the second part of this report resulted in revision of the list of periodicals which appears as Section II. On examination, a number of the issuances listed turned out to be either serial publications, rather

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than periodicals, or operational documents as opposed to substantive intelligence publications; others proved to be staff memoranda for internal circulation rather than actual publications. We therefore propose to issue a third part of this report, to consist of a revised list of periodicals, together with a brief comment on each.

Content analyses of individual publications are not submitted but will be retained by USIB, together with a collection of sample copies.

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VIII. FINDINGS

A. Current Intelligence Periodicals in the Washington Headquarters Area

1. The headquarters current intelligence publications are designed to provide briefing for USIB principals and policy makers, timely information for analysts and estimators, and support for military field commands, foreign service posts, and other field installations. In this category the survey noted 13 dailies and six weeklies and, in addition, included several biweeklies on special subjects.

Daily Publications

2. Dailies are produced as follows: one by State, one by Joint Staff, two by Air Force, and three each by Army, Navy, and CIA. The pattern of daily publications production by the Joint Staff and the individual services is generally similar, with some variations in method of presentation and interpretation to senior departmental officials and in dissemination of limited-distribution material.

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5. The dailies of lower classification are intended primarily to meet the needs of the producing agency (including its major field components) but, with the exception of Joint Staff's daily, are widely distributed in the intelligence community and in some cases to other agencies and departments which require current intelligence.

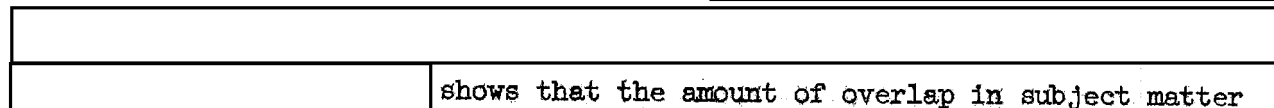
6. Each of these dailies is designed for a particular type of consumer and therefore has an identity of its own. To its own users with a legitimate need to know, each publication is essential.

7. Much of the coverage of any given issue is not duplicated in other dailies. Comparison of the content of the widely distributed daily publications of Air, Army, CIA, and Navy 

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shows that the amount of overlap in subject matter between any two is usually less than 30 per cent.

8. Duplication of coverage, where found, does not mean duplication in content. One agency's treatment and evaluation of a source report will differ from that of another because of the particular responsibilities of the producing agency to its consumers.

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9. There are some instances of justifiable duplication of content in daily publications of the same agency designed for different distribution lists. For example, some items in the Central Intelligence Bulletin (Limited Distribution) are also included in the Current Intelligence Digest in order to give them wider circulation under a less restrictive classification.

10. Selected material from some of the hard-copy dailies is transmitted by cable to field commands and installations. Each of these daily transmissions, though it may bear a different title, is considered to be a version of the parent hard-copy publication.

11. Since the inauguration, in 1958, of the Central Intelligence Bulletin as a partially coordinated limited-distribution service, the amount of general intelligence matter in the services' dailies has diminished; where included, it is given special military emphasis.

12. In the following paragraphs we present some observations concerning the broad-coverage dailies, which serve both headquarters and field commands and which contain no material classified above "secret".

13. While there is some question as to whether any agency would consider its needs to be adequately served by a daily which it did not produce itself, there is, nevertheless, the possibility of consolidation of effort to reduce duplication still further.

14. In the field of general-distribution publications it might be well to consider the production of a daily which would be adequate to meet the needs of the Washington community, including dissemination to major components in the field. In addition to items of general interest, it would need to present political intelligence in sufficient depth to satisfy the

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needs of State, and military intelligence adequate for the Joint Staff, Air, Army, and Navy. Such a daily publication should also develop economic and scientific intelligence to meet community needs in these fields.

15. The objective in developing such a publication would be to provide a single coordinated and authoritative community daily and thus eliminate the necessity of individual agencies producing their own wide-distribution dailies.

16. Such a publication would be inaugurated only after an extensive study and comprehensive planning, and with the full support of all interested USIB agencies. The study would include a comparison of the production costs of a coordinated daily (i.e., man-hour requirements and printing, reproduction and distribution costs per unit copy) with the current cost of producing individual dailies.

Weekly Publications

17. The Washington headquarters area produces five current intelligence weeklies and is also served by a sixth,

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21. With the exception of the two CIA issuances, which, as stated above, are really versions of the same publication designed for different distribution lists and in which duplication is considered desirable in order to provide adequate dissemination, each of the headquarters area weeklies is different from the others and performs a distinct function in the community.

22. We judge, on the basis of this survey, that there is economy of effort in the weekly field. In fact, a certain amount of weeding-out is observable over the last few years.

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23. Weekly publication activity on the part of the military agencies' headquarters is seen to be relatively slight, with the Air Force and Navy issuances being mainly departmental in nature. The military services have placed considerable reliance on the CIA weeklies since the scope of these

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was broadened in 1955, and they also make their dailies do double duty by including roundup articles of a "weekly" nature.

24. The weeklies naturally repeat, or synthesize, a good deal of material already disseminated in the dailies, but such duplication is used to place fragmentary daily reporting in a broader context.

Other Current Periodicals

25. In addition to the categories of publications thus far mentioned, the community, other interested government agencies, and field commands and missions are served by several headquarters-produced current intelligence publications in special fields.

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General Observations on Current Periodicals

37. Except for the observations in Paragraphs 12-16 and 29 above, our survey has developed no recommendations for changes in the pattern of current intelligence publishings in the headquarters area. Each of the periodicals studied appears to be serving a valid and essential purpose. Very little duplication is evident, and where it occurs it appears justifiable by reason of operational necessity, the varying requirements of different classes of consumers, or the need for issuing versions of the same material under different security classifications.

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38. In Paragraphs 12-16, above, we have discussed the possibility of a joint, coordinated community daily. In our study of this proposal other opportunities for greater coordination and economy in the community publishing effort may appear, as, for example, in the fields of counterintelligence and international Communism.

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B. Monthly, Bimonthly, and Quarterly Periodicals in the Washington Headquarters Area

1. In this category we discuss only reviews and digests of the "magazine" type and exclude those issuances which, though they may meet periodic deadlines, are intended only to supplement, update or correct a previously existing body of material. Among the latter is the Army Intelligence Digest, which we have excluded as being a serial rather than a periodical publication.

2. Our survey found ten monthly, bimonthly, or quarterly periodicals in the Washington area, Navy with two, State four, CIA two, and Army and Air Force one each.

3. None of these is a broad, general-purpose intelligence review, except to the extent that State's Intelligence Analyst and Sino-Soviet Affairs, both monthlies, may be said to be of interest and value to a wider range of consumers than a purely technical publication. Each of the others has a particular departmental or special emphasis, though some may vary the regular fare with an occasional article of more general interest.

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11. The survey has produced no other concrete recommendations for changes in this publishing category. It has developed no evidence of a need for a general-purpose coordinated community intelligence review. With the exceptions noted, and on which action has been taken, each publication appears to be serving a valid and essential purpose, and duplication of effort appears to be negligible.

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C. Periodicals of the Unified or Specified and Service Field Commands

1. The field commands are supported in part by periodicals issued from Washington headquarters, including cable versions of the hard-copy dailies discussed above. Publishing activity within the field commands is designed both to disseminate world-wide and area intelligence to staff and subordinate units, and to provide substantive area intelligence for the support of Washington headquarters. A side benefit of field publishing activity is its value in the training of intelligence personnel in collation and analysis and in the preparation of briefings.

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Comment on Field Periodicals

26. Periodical publications activity on the part of the unified or service field commands does not appear to be excessive. Some of them are of outstanding editorial quality, others less so, but most of them appear to be serving a definite utilitarian purpose and few frills are evident.

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27. As in the case of Washington headquarters issuances, the weeklies duplicate the dailies to some extent in order to provide perspective by relating events to trends and by adding analysis to reporting. Daily and weekly field issuances also necessarily duplicate Washington-produced items in order to disseminate such intelligence to lower field echelons; such duplication is less evident in the monthly and quarterly periodicals.

28. Economy in the field publishing pattern might be achieved in two ways; (a) by consolidation of area publications, possibly under J-2 or the unified command, or (b) by supplanting area-produced monthlies or quarterlies through broader dissemination of headquarters periodicals.

29. There appears to be little scope for application of method (a), particularly among dailies and weeklies, as most of the publications studied are departmental in emphasis and are intended for different classes of users.

30. To apply method (b) to the field monthlies and quarterlies (which are actually very few and of generally high quality or unique nature) would be to sacrifice the regional emphasis and point of view which distinguishes such publications. However, broadening the readership of headquarters periodicals might make it possible for field commands to limit material in their publications to items of local relevance.

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Target Intelligence

4. This category was judged to be efficiently covered by Air Force components and CINCSAC. The survey noted no duplication of effort and no publications which could be eliminated.

Economic Intelligence

5. Intelligence production in this field is shared by State and CIA, and publishing activity is monitored by the Economic Intelligence Committee. There appears to be no duplication of effort involved in this program except to the extent that economic articles are frequently printed in current or monthly periodicals, making this type of intelligence available to a wider range of readers.

Scientific and Technical Intelligence

6. The broad range of publishing activity in this field, on the part of CIA and the armed services, appears to be effectively monitored by the Scientific Intelligence Committee, and no undue duplication of effort is evident. In its own continuing effort to survey scientific intelligence production, the Committee issues the Annual Report of Scientific and Technical Intelligence Production Projects, which assists the scientific intelligence community in planning research programs, avoiding unnecessary duplication, and identifying possible gaps in coverage.

International Communism

7. In addition to the CIA periodicals noted in Para. A-35 above and State's bimonthly International Communism (Para. B-6), the survey also took note of CIA's serial and monographic studies, State's

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annual World Strength of the Communist Party Organizations, and State's Schedule of Communist-Sponsored Propaganda Activities, which appears on an average of every two months. The Committee on International Communism has found each of these publications to be serving a useful and individual purpose and reports no evidence of undesirable duplication.

Electronics Intelligence

8. The ELINT Committee monitors this limited and specialized publishing activity and reports that there is no unjustifiable duplication of effort.

Guided Missile and Space Intelligence

9. The Guided Missile and Astronautics Intelligence Committee, asked for comment on publications in this field, offered its views, in part, as follows:

10. "Generally speaking, with the exception of current intelligence publications and service and national estimates, most missile and space documents are of a nonrepetitive nature. Rather, they usually consider some aspect of the over-all field, prompted either by the acquisition of significant information or by a requirement imposed upon the producer. Several organizations may publish their own analysis or views of such matters--generally, but not always, a desirable duplication.

11. "Duplication in the daily and weekly current intelligence publications is not necessarily undesirable since audiences, relative significance and interpretations of information, etc., differ among agencies and departments.

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12. "In our opinion there is adequate publication in this field, insofar as possible considering the amount and quality of basic information available. Our problem is timeliness, rather than too many or too few publications.

13. "The guided missile program is so vital to national security that most services and agencies have in recent years increased considerably their collection and analytical efforts. Joint committees such as GMAIC have been established to coordinate the production of intelligence on guided missiles and space. It is the consensus that the duplication to date, in both analysis and reports, has been desirable in presenting broader, more competent viewpoints and in providing checks and balances. As aspects of the problem become easier, or less important, it is expected that duplication will be reduced. In fact, some reduction has already taken place in limited areas."

Atomic Energy Intelligence

14. The Joint Atomic Energy Intelligence Committee comments as follows concerning publications in its field:

"The bulk of the publications in the Atomic Energy field are non-periodic, technical reports directed to specific intelligence problems. All reports published by JAEIC are of this nature. Investigation of those periodicals available disclosed that the majority of references to atomic energy matters were items of current interest, or specifically directed toward the specialized needs of the readers served. No unnecessary overlap or duplication was found."

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X. CONCLUSIONS

1. This study has exposed no serious misdirection of effort in the production of foreign intelligence periodicals. Barring the exceptions noted and in view of the actions now being taken thereon, we find that all of these publications are effectively serving a functional purpose and may therefore be considered essential.

2. We have observed several instances where publications deemed nonessential have been eliminated. We have also noted instances where centralization of effort has promoted economy and efficiency in the dissemination of interdepartmental intelligence, an example being the Pacific Command's Weekly Intelligence Digest. Further reduction or improvement in field publishing programs might be achieved through broadening the readership of selected Washington headquarters periodicals.

3. Such duplication of content as has been identified, again barring noted exceptions, we find to be justified by one or more of the following conditions: (a) operational necessity, (b) varying requirements of different classes of users, or (c) need for issuing versions of the same material under different security classifications. It was noted that the producing agencies have for some time been reviewing their publishing programs on a regular basis, and in the light of user requirements, for the purpose of eliminating unnecessary duplication and effecting economies. This established review machinery has been functioning effectively.

4. Some duplication of distribution is necessary at headquarters and command staff levels in order that the agencies may keep abreast

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of each other's activity and to provide for the maintenance of intelligence libraries; no such duplication of distribution has been noted below the large staff level.

5. Finally, we desire to stress that communication is essential to the intelligence effort and that publication is one of the most effective and economical means of communication. Excessive publication may well be censurable, but inadequate publication could be most damaging to the intelligence effort.

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25 May 1960
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UNITED STATES INTELLIGENCE BOARD

MEMORANDUM FOR THE UNITED STATES INTELLIGENCE BOARD

SUBJECT: Report of the Ad Hoc Committee on Foreign
Intelligence Publications

1. Attached for review is the second part of the Report on Foreign Intelligence Publications prepared by the Ad Hoc Committee on Foreign Intelligence Publications pursuant to the request of the President's Board of Consultants on Foreign Intelligence Activities (USIB-D-39.6/1, revised 9 February) and as directed by the Intelligence Board (USIB-M-45, item 7). As you will recall the factual portion of this report was approved by the USIB on 29 March for submittal to the President's Board by 1 April (USIB-M-89, item 3; USIB-D-39.6/2 (Rev.), 29 March).

2. In view of the requirement that the final part of this report be submitted to the President's Board by 1 June (USIB-M-83, item 11), we are placing this matter on the agenda of the USIB meeting scheduled for 31 May.

USIB Action:

Board agreed it would be desirable to request extension of target date of paper to permit further study (see USIB-M-101, 1 June 1960, item 6).

Executive Secretary

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